MAYOR AND COUNCIL AGENDA



NO. 3

DEPT.: Community Planning and Development Services DATE PREPARED: 7/1/05 STAFF CONTACT: Jim Wasilak FOR MEETING OF: 7/18/95

SUBJECT: Review of Schematic Building Design for proposed "West of Lake" Development - Tower Oaks

RECOMMENDATION: Staff recommends that the Mayor and Council approve the schematic building designs in advance of preparation of the Detailed Application submission to the Planning Commission.

DISCUSSION: In 1987, the Mayor and Council approved the Concept Plan for the City's first Comprehensive Planned Development (CPD), now known as Tower Oaks. The Concept Plan envisioned a major campus-style office park with various amenities and support services, including a residential component and free-standing restaurant. The Concept Plan was modified and reaffirmed in 1993 and 2001 by Resolution, which states that the Mayor and Council shall retain approval authority of building designs prior to submission of Detailed Applications. Schematic plans shall include the placement of buildings on the site and the relationship to other site components, as well as vertical sections and elevations to show building height, bulk and massing.

The Tower Companies, one of the two developers of Tower Oaks, have produced a conceptual design for the West of Lake site, also known as Development Area 4, in Tower Oaks. The subject portion of the development area is located at the southeast quadrant of Wootton Parkway and Tower Oaks Boulevard. The site is adjacent to the Cabin John Creek stream valley, and is heavily wooded. Note that Development Area 4 includes the existing 185,000 square feet office building at 2600 Tower Oaks Boulevard, built by Boston Properties. Per the Resolution, a maximum height of 125 feet is permitted.

The applicant is proposing a complex of buildings including a 198,400 square foot, nine-story office building, a 300-room hotel, and a 75,000 square foot fitness center. All of these uses are approved as part of the CPD Concept Plan for this site. The proposal necessitates the transfer of approximately 98,000 square feet of additional office floor area from other Development Areas within Tower Oaks (see circle 23). The Concept Plan allows for variation in nonresidential floor area among the land bays of plus or minus fifteen (15) percent. The proposed hotel includes both 200 traditional hotel guest rooms and 100 hotel residences, sold as condominium units, as well as meeting rooms and a large ballroom. Parking is provided in a garage under the building complex.

The site is designed such that the building components relate to each other yet remain distinct structures that clearly relate to the function of each building. The nine-story office building is located prominently on the site near the intersection of Tower Oaks Boulevard and Wootton Parkway to be visible to I-270. While this building is a different form than the Tower Building, the materials used will be similar and provide for continuity in design and character. Although this will be a nine-story building, it will appear significantly shorter than the Tower Building due to its lower base elevation. The rectangular-shaped building presents its narrow side to the closest residential areas, with the wider side oriented toward I-270.

The Renaissance hotel complex is located further south in the site and at a lower elevation than the office building, following the natural grade change. It consists of two towers that are perpendicular to each other, connected at the ground floor by the lobby, restaurant and ballroom spaces and entry plaza. The hotel facades have been designed as a series of layered planes that define the elegant residential nature of the structures. The fitness facility is located behind the two hotel towers, following the sloping contours of the property.

The hotel use will consist of one hotel tower that will contain 100 hotel residences sold as condominiums units, which are individual suites available for purchase, while the other tower will contain 200 traditional questrooms. The majority (2/3) of rooms in the entire hotel will be questrooms, with the hotel residences for either owners or their guests. The guestrooms and hotel residences comprise the hotel and are fully and functionally integrated, with the hotel services and The guestroom and hotel residence elements benefit from the fitness club available to both. services provided only to occupants of the hotel, including such services as concierge services; direct billing privileges (i.e., signing charges to a room); housekeeping; laundry and dry cleaning; babysitting; airport transportation; catering and room service; fax and message delivery; secretarial services; grocery purchasing; and fitness club membership. There should be no visible, physical or functional difference between the hotel and fitness club complex as proposed and a hotel comprised entirely of guestrooms. This proposal represents an evolution of the luxury hotel concept that combines two service-intensive lodging elements, with "residents" able to take full advantage of the support services and amenities of the hotel operation, and constitutes a hotel consistent with the Concept Plan and Zoning Ordinance.

The Mayor and Council considered the conceptual proposal of this project at the April 18 meeting, and the formal application for schematic review at the June 20 meeting. At that time, members of the Mayor and Council expressed concerns about the height of the office building, the capacity of the surrounding roads and intersections now and into the future, as well as the capacity of the site entrances to distribute the traffic generated by this site and the south gateway site across the street. The Mayor and Council also discussed the installation of a traffic signal at the project entrance drive and Tower Oaks Boulevard, and the potential for employing a shuttle to serve the development. The applicant has agreed in writing to provide both of those items (See Attachment 2).

Additional information has been provided by the transportation staff and the applicant to address those concerns, including:

- Staff estimates that, based on the amount of proposed development, there will be 588 and 786 new trips generated in the AM and PM peak periods, respectively.
- Analysis of existing traffic and the projected traffic to be generated by this development reveals that the intersections of Wootton Parkway and Tower Oaks Boulevard and Wootton Parkway and Preserve Parkway will operate at LOS (Level of Service) B with the additional trips. Both intersections operate at LOS A currently.
- Adjustments to signal timing of the closest traffic signals can be made to accommodate the additional trips generated by this development.

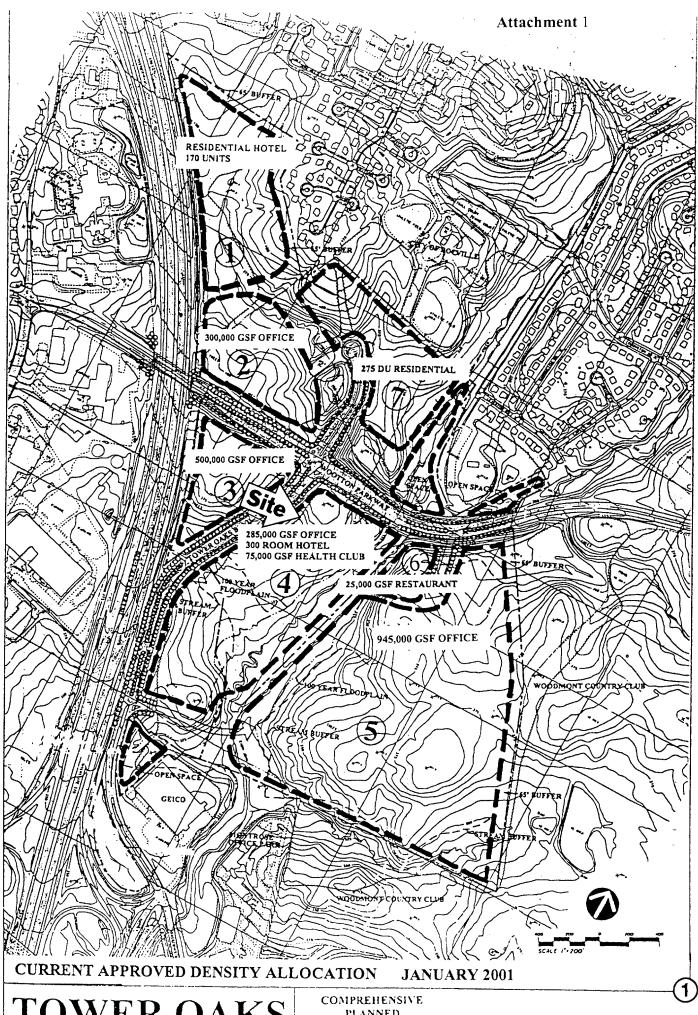
Fiscal Impact: Construction of the project will result in increased property tax revenue to the City, the amount of which has not been determined at this time.

Next Steps: If the Mayor and Council approve the plans as presented for the Schematic Building Designs, the applicant will prepare formal submission of the Detailed Application for site development.

PREPARED BY:	R. James Waselak Jim Wasilak, AICP, Chief of Long Range Planning	DATE: 1/12/05	
APPROVED BY:	Arthur D. Chambers, AICP, Director	DATE: <u>7/13/05</u>	-
APPROVED BY:	$\leq 3/1/1/h$	DATE: +/13/25	

LIST OF ATTACHMENTS:

- 1. Tower Oaks CPD Concept Plan Land Use
- 2. Letter from Applicant, dated July 12, 2005
- 3. Memo from Applicant's Transportation Consultant, dated July 12, 2005
- 4. Original Submission information



TOWER OAKS

PLANNED

Attachment 2

Holland & Knight

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William Kominers 301 215 6610 william.kominers@hklaw.c

Erica A. Leatham 301 664 7620

July 12, 2005

VIA ELECTRONIC MAIL

Mayor and Council of Rockville 111 Maryland Avenue Rockville, Maryland 20850

Re: Tower Oaks, West of Lake - Schematic Building Design Review

Dear Mayor Giammo and Councilmembers:

On behalf of Tower-Dawson, LLC, Lerner Enterprises and Marriott International, we respectfully submit the enclosed Schematic Building Design as a revision, where applicable, to the previously submitted plan. As we proffered at the recent worksession, Tower-Dawson is committed to working with Staff on the (1) installation of a traffic signal at Tower Oaks Boulevard and the site entrance, and (2) the promulgation of shuttle service to and from the site when the hotel commences operation.

In addition, based on the comments from the June 20, 2005, worksession during which the Mayor and Council considered the plan submitted May 17, 2005, the Applicants have also submitted a memorandum on certain transportation issues, including a comparison of trip generation rates, parking utilization, shuttle and dispersion of vehicles. However, the design of the office building, and the rest of the complex, remains unchanged.

As stated in our previous correspondence, the proposed first-class complex housing an office building, hotel, hotel residences and fitness club, presents a unique opportunity to enhance Rockville as a premier destination. With the Renaissance hotel, Club Sports fitness club, hotel residences and the accompanying first class tenants in the office building, this area will expand the unique character of the I-270 area of the City.

Time is critical for approval of the proposed "West of Lake" development at Tower Oaks. To ensure the success of the development program, it must reach the market at the right time, and, similarly, construction is keyed to current interest rates, which play a significant role in

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Office
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Mayor and Council of Rockville July 12, 2005 Page 2

feasibility. Specifically, the hotel market has been suffering since September 11th and, in this case, is directly dependant on the office development in the area.

The owners and designers have taken great care, and spent considerable time, creating a site plan and buildings to take advantage of the natural features of the site and create a symbiotic relationship with the Tower Building, the community and the environment. Since the Mayor and Council worksession, they have worked diligently to respond to the issues raised with respect to the site design and believe the plan presented in the Schematic, with the added elements proffered, fully accommodates those comments.

The applicants are very proud of the design of the entire complex, both in site layout and architecture. The architectural elements of the office building which make it unique – the building materials to relate to the Tower Building and the articulated corners – have been preserved as the key to the site design to effectively communicate to motorists on the highway, and present an appropriate and dramatic façade to passers-by on Wootton Parkway and Tower Oaks Boulevard. In addition, the office building was carefully designed to ensure Vedic proportions, so that variations on this design could come at significant architectural cost. Any reduction in size or square footage would not necessarily equate to a corresponding reduction in the per square foot cost of construction, thus resulting in higher rents, potentially affecting occupancy, which then has a domino effect on the hotel and fitness club. Similarly, the height is within the 125 foot limit established in the zone and the Concept Plan and the density is within the quantities called for by the Concept Plan.

The hotel and fitness club elements of the "West of Lake" development have not changed for similar reasons. We, therefore, incorporate our previous comments with respect to all elements of the building and site design.

As stated at the worksession (and mentioned above), the owners will further agree to: (1) provide shuttle service between the Metro, Town Center and Tower Oaks when the hotel becomes operational (the exact nature of the service is to be developed through the Detailed Application process and in cooperation with Ride-On service) and (2) install a traffic signal at Tower Oaks Boulevard at the site entrance, consistent with approval from City Staff.

The approved Concept Plan established the road network and staging of development related to that road network. The roads were built by the project up front, before any of the related development, and were designed and constructed in accordance with City review to accommodate the impacts arising from the project. The public has had the benefit of those roads for almost 14 years. Road improvements include Tower Oaks Boulevard and its connection to Montrose Road, contribution of land and money for Wootton Parkway, contribution to the reconfiguration of the Montrose Road interchange, including payment for the tunnel connection to Tower Oaks Boulevard, and the Montrose Road sidewalk relocation. With the new Preserve Parkway, these improvements represent an \$18 million investment.

Mayor and Council of Rockville July 12, 2005 Page 3

The individual access points on Tower Oaks Boulevard were a part of the first Detailed Application for Tower Oaks, and were based on the approved density within the development areas and the respective traffic patterns from the traffic analysis. Based on this plan, the road was dedicated and the entrances constructed. Each subsequent Schematic Plan has incorporated those access points and their related spacing.

We note that all four neighboring citizen's associations have been contacted by the owner's representatives (and mailings from the City) with respect to this proposal – as originally proposed and as revised. To our knowledge, no objection has been noted.

Finally, proposed density transfers remain as before and within the percentages allowed by the Concept Plan.

We look forward to reviewing this revised Schematic Building Design at an upcoming session of the Mayor and Council.

Sincerely yours,

HOLLAND & KNIGHT LLP

/s/William Kominers William Kominers

/s/Erica A. Leatham Erica A. Leatham

Enclosure

cc: Mr. Albert Abramson
Mr. Gary Abramson
Mr. Jeffrey Abramson
Mr. Bernie Sanker
Mr. Charles Segerman
Mr. Stuart Margulies
Mr. Darren Linnartz
Mr. Mark D. Lerner

Arthur N. Fuccillo, Esquire

Mr. Peter Rosen Mr. Gary Christensen Mr. Steve Gilmour Mr. Scott Pickert Mr. Karl Danielson Mr. Ben Kishimoto Mr. Chris Gordon Mr. Don Hoover

Mr. Mark Boekenheide

Mr. Ray Ritchey

Ms. Damona Smith-Strautmanis

Mr. Jeffrey S. Lewis Mr. Edward Y. Papazian

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MEMORANDUM

To: William Kominers

Holland and Knight, LLP

From: Edward Y. Papazian, PE

Date: July 11, 2005

Subject: Tower Oaks-West of Lake Parcel

Review of Traffic Issues

This memorandum presents a response to various traffic related issues that were discussed at the presentation of the Schematic Building Design Plan for Tower Oaks-West of Lake parcel.

The proposed development program for this parcel consists of the following.

Office 198,400 square feet Health Club 75,000 square feet Hotel 300 rooms

The following sections address each of the issues.

ESTIMATED AMOUNT OF TRAFFIC

SUMMARY

The amount of peak hour traffic that will be generated by the West of Lake parcel was included as part of the Concept Plan traffic study for Tower Oaks and as part of the allocation of development on each of the parcels within Tower Oaks under the approved Concept Plan. The estimated peak hour trip generation by the proposed West of Lake parcel and for the entire Tower Oaks project would be approximately 20 percent lower than estimated in the traffic study for the Concept Plan if current nationally published or local trip generation rates were utilized. These trip rates have been established through a series of driveway traffic counts at numerous office buildings around the country and in Montgomery County.

It also needs to be emphasized that the number of peak hour trips is not the same as the number of parking spaces provided for the development. Office employee peak period arrivals and departures occur over an approximately three hour peak period in the AM and PM peak hours. Recent parking counts at the Tower Building show that the actual parking usage is significantly less than the code minimum number of spaces that are provided. This is another indication that the number of peak hour trips would be less than estimated in the traffic study.

The following provides a more detailed discussion.

WEST OF LAKE TRIP GENERATION

The AM and PM peak hour trip generation for the proposed Tower Oaks-West of Lake development program is shown in Table 1. The trip calculations for the office, health club, and the hotel are from the trip generation rates used in the original traffic study for Tower Oaks prepared for the Concept Plan.

Table 1 West of Lake Peak Hour Trip Generation							
	AM Peak			PM Peak			
Office	In	Out	Two- Way	In	Out	Two- Way	
198,400 SF	351	45	396	59	329	388	
Health Club							
75,000 SF	8	17	25	50	21	71	
Hotel					-		
300 Rooms	148	74	222	92	94	186	
Total	507	136	643	201	444	645	

These figures show that the office component will generate fewer than 400 peak hour trips. If all of the proposed uses are included, the West of Lake development will generate 643 and 645 AM and PM peak hour trips respectively.

The development quantities now proposed for the West of Lake parcel were included in the quantities from the Concept Plan traffic study.

SUBSEQUENT CHANGES IN OFFICE AND HOTEL TRIP GENERATION

The trip generation figures for office and other land uses have undergone a series of changes since the traffic study was prepared for the Concept Plan. The trip generation figures in the study were from the Institute of Transportation Engineers (ITE) Trip Generation Report. The current edition of the Trip Generation Report shows a significant reduction in office trip generation on a per square foot basis and a small reduction for a full-service hotel on a per room basis.

In addition, in order to demonstrate that the trip figures for office in the ITE Trip Generation Report are not merely a national phenomenon, but in fact reflect local trip patterns, trip generation figures for office for the West of Lake project were developed based on the Local Area Transportation Review (LATR) Guidelines of the Montgomery County Planning Board (MCPB). The trip generation information contained in the current LATR Guidelines is based on data obtained in Montgomery County.

Table 2 shows a comparison of the peak hour trip generation figures for a 198,400 square foot office building using the assumptions in the Concept Plan traffic study, the current edition of the ITE Trip Generation Report, and the MCPB LATR Guidelines. Table 3 shows a comparison of peak hour trip generation figures for a 300-room full service hotel using the assumptions in the Concept Plan traffic study and in the current edition of the ITE Trip Generation Report

	rip Gen		Comparis	on			
		Square 1					
	AM Peak			PM Peak			
	Two-				Two-		
	In	Out	Way	In	Out	Way	
Concept Plan Traffic Study	351	45	396	59	329	388	
					ī		
Using Trip Generation,		¢.	i				
Current Edition	285	39	324	51	250	301	
Percent Reduction in Two-							
Way Trips from Concept Plan							
Study	18 Percent			22 Percent			
			1	T	T	***************************************	
Using Current MCPB LATR						İ	
Guidelines	286	43	329	52	254	306	
Percent Reduction in Two-							
Way Trips from Concept Plan							
Study		17 Perce	nt		21 Perce	nt	

Hotel T	rip Gen	able 3 eration (Rooms	Comparis	o n		
	AM Peak			PM Peak		
		i	Two-			Two-
!	In	Out	Way	In	Out	Way
Concept Plan Traffic Study	148	74	222	92_	94	186
Using Trip Generation,		1				
Current Edition	100	73	173	83	86	169
Percent Reduction in Two- Way Trips from Concept Plan Study		22 Perce	4		9 Perce	

The figures in Table 2 show that if the current ITE Trip Generation Report were utilized, the office trip generation would be 18 and 22 percent lower in the AM and PM peak hours respectively than estimated in the Concept Plan traffic study. Similarly, if the current MCPB LATR Guidelines were utilized, the office trip generation would be 17

and 21 percent lower in the AM and PM peak hours respectively than estimated in the Concept Plan traffic study.

The figures in Table 3 show that if the current ITE Trip Generation Report were utilized, the hotel trip generation would be 22 and 9 percent lower in the AM and PM peak hours respectively than estimated in the Concept Plan traffic study.

The City of Rockville uses trip generation rates contained in the current LATR Guidelines. For land uses not included in the LATR Guidelines, the City uses the current ITE Trip Generation Report.

PARKING UTILIZATION

In order to get an indication of parking utilization at Tower Oaks, a series of parking counts were conducted at the Tower Building in January, 2005. The Tower Building had achieved full occupancy at this time. In addition, January is a period of time when there is less absenteeism due to vacations since it follows the Christmas and New Year holidays. The winter of 2005 was relatively free of snow. As a result, these parking counts are a valid indication of parking utilization.

The parking counts were conducted at different times of the day including 9:00 AM, 11:00 AM, 1:00 PM and 5:00 PM. During almost all of the days, the 11:00 AM parking count represented the highest parking count of the day (the only exception was one day when the 1:00 PM count was 10 more than the 11:00 AM count).

Excluding Mondays and Fridays and January 20 (Presidential Inauguration Day), the parking utilization at 11:00 AM ranged from 1.75 to 1.99 spaces per thousand square feet. The 1.99 figure represents approximately 60 percent of the number of spaces provided at the Tower Building, in accordance with the City's minimum code requirements. In other words, 40 percent of the spaces were generally unoccupied at the time of peak parking usage (11:00 AM).

These parking figures provide further indications that the trip generation would be less than estimated in the traffic study.

DISTRIBUTION AND DISPERSAL OF TRAFFIC

SUMMARY

The amount of traffic that will be generated by the West of Lake parcel will be dispersed to access points and to the adjacent roadways in a safe and efficient manner. This parcel, along with the entire Tower Oaks project, is strategically located at Tower Oaks Boulevard and Wootton Parkway to provide access opportunities to the surrounding areas.

The following describes the peak hour trip generation for the West of Lake parcel and the distribution and dispersal of traffic.

PEAK HOUR TRIP GENERATION

The AM and PM peak hour trips generated by the West of Lake parcel are shown in Table 1.

The Concept Plan traffic study for Tower Oaks analyzed the traffic impacts of the following:

1,985,000	square feet of office
300	hotel rooms
75,000	square foot health club
10,000	square foot restaurant
170	units of Residence Inn
275	residential units

The development quantities now proposed for the West of Lake parcel were included in the quantities listed above from the Concept Plan traffic study.

PEAK HOUR TRAFFIC VOLUMES AT SITE ACCESS DRIVES

The peak hour traffic volumes at the site access drives were calculated based on the trip generation figures shown in Table 1, with consideration given to the internal trips assumed in the Concept Plan traffic study. The study assumed that 15 percent of the hotel trips and 70 percent of the health club trips would be internal trips during the peak hour. These internal trips would include trips made from within the West of Lake parcel and from other parcels within Tower Oaks.

For the purpose of the analysis contained in this Memorandum, it was assumed that the internal trips were all from other parcels within Tower Oaks but not from the West of Lake parcel. The resulting traffic estimates at the access drives are therefore conservative on the high side.

These trips were assigned to the area roadways based on distributions developed for each of the uses. The office distributions were developed from regional information developed by the Montgomery County Planning Board staff, which has been adopted for use by the City of Rockville.

The distributions for hotel guests were derived based on the proximity of office space in North Bethesda and the City of Rockville and access to and from I-270. Emphasis was placed on access to the site from the employment centers along the Rockville Pike corridor and along Executive Boulevard.

The distributions for the health club were derived based on the proximity of office and residential uses in the area.

The percent distributions along Wootton Parkway and along Tower Oaks Boulevard for these uses are shown in Table 4.

Table 4 Directional Distribution of Tower Oaks Trips						
	Office	Hotel	Health Club			
To and From East on Wootton Parkway	15%	40%	35%			
To and From West on						
Wootton Parkway	40%	15%	30%			
To and From South on			İ			
Tower Oaks Boulevard	45%	45%	35%			

The assignment of trips to the site access drives was based on the access drive along Wootton Parkway being a right turn in and right turn out only and the access drive along Tower Oaks Boulevard allowing all movements.

Figure 1 shows a schematic representation of the access drives along Wootton Parkway and along Tower Oaks Boulevard with the AM and PM peak hour traffic volumes generated by the West of Lake parcel at the access drives and at the Tower Oaks Boulevard and Wootton Parkway intersection.

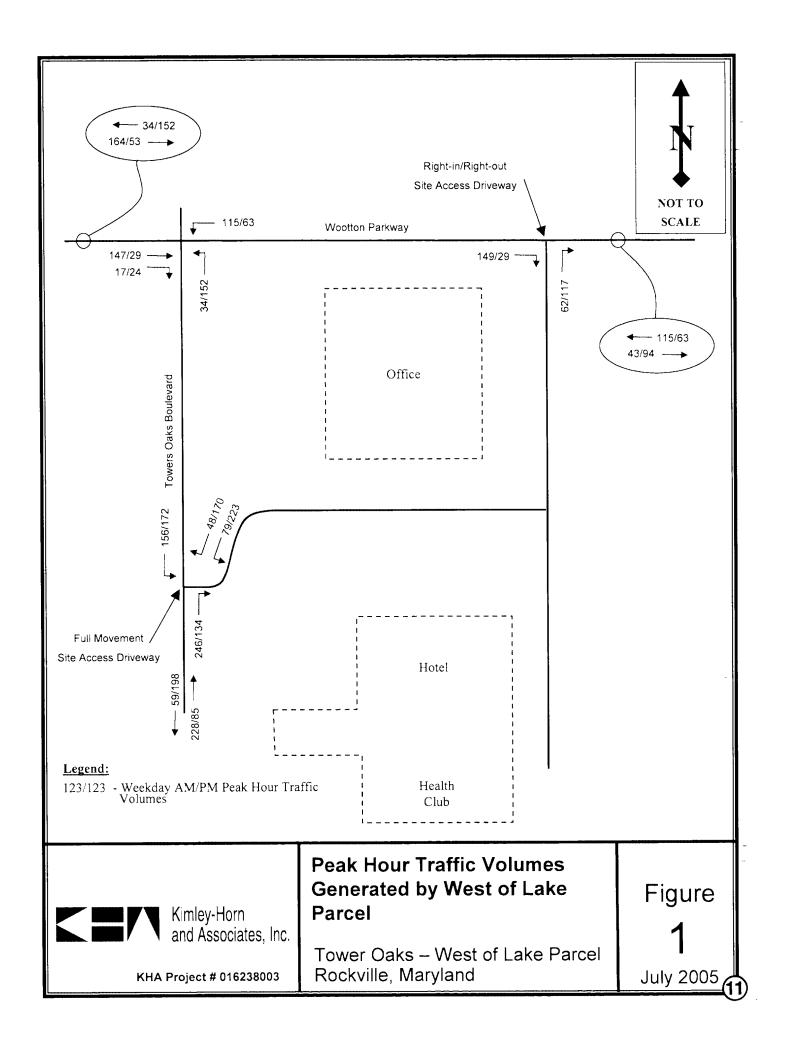
These figures show that the vehicle access drives that serve the West of Lake parcel will operate in a safe and efficient manner. The presence of the two access drives will result in an effective dispersal of site traffic.

The highest volume peak hour traffic movements will be at the Tower Oaks Boulevard access drive where the northbound right turn entering movement, for which a right turn lane will be provided, will be 246 vehicles in the AM peak hour and the left turn exiting movement will be 223 in the PM peak hour. A separate exit lane will be provided for this left turn movement. The installation of a traffic signal at the Tower Oaks Boulevard access drive will facilitate entering and exiting traffic at this location. The actual operational configuration at access points will be established at the time of the Detailed Application, in conjunction with review by City Staff.

The access drives along Tower Oaks Boulevard were designed in conjunction with the rest of the Tower Oaks project based on volume need as well as spacing between access points. These access points were shown on the Detailed Application for Tower Oaks Boulevard.

TRIP REDUCTION RESULTING FROM SHUTTLE SERVICE

Tower Oaks is currently served by a Ride On bus route that operates between the Rockville and White Flint Metrorail stations with stops in Tower Oaks. This bus route operates during the AM and PM commuter peak periods at 30-minute intervals. Additional transit service, in the form of a shuttle, will be provided as part of the development of Tower Oaks. Such a shuttle should be provided when the hotel opens,



initially for the hotel use with additional service provided for the office development. This shuttle can connect to the Metrorail stations and to the Town Center area.

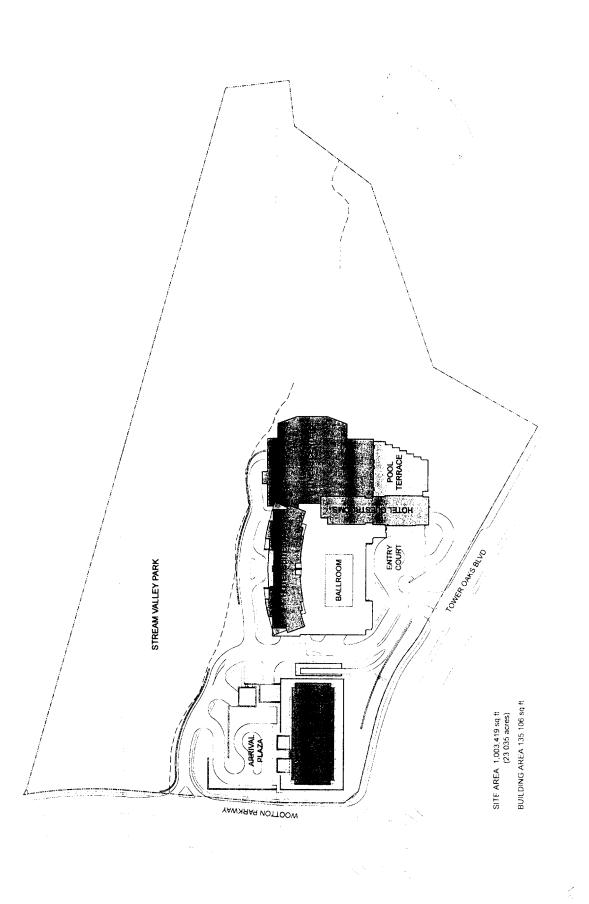
The Tower Companies should work closely with City staff to assure that shuttle service from Tower Oaks will be coordinated with other service in the City, including Ride On, and that service will be provided to Metrorail and to major activity centers in the City.

The expected shuttle service can be expected to result in peak hour trip reductions of as much as 5 to 10 percent

CONCLUSIONS

The conclusions of this review of traffic issues for the Tower Oaks West of Lake parcel are as follows:

- 1. The mixed-use development on the West of Lake parcel is included in the development levels contained in the approved Concept Plan for Tower Oaks.
- 2. The resulting peak hour trip generation is within the trip calculations shown for the Concept Plan.
- 3. The trip generation rates used in these trip calculations are those contained in the Concept Plan traffic study. The trip rates from the Concept Plan study for office use were used despite the fact that national published and local published office trip generation rates have reduced by 17 to 22 percent from the time of the Concept Plan study.
- 4. Recent counts of parking usage at the Tower Building show that only approximately 60 percent of the parking spaces are utilized (40 percent not utilized). This is a further indication that the actual peak hour trip generation would be less than estimated in the traffic studies.
- 5. The vehicle access drives that serve the West of Lake parcel will operate in a safe and efficient manner. The presence of the two access drives will result in an effective dispersal of site traffic.
- 6. A shuttle service can be provided to connect with Metrorail stations and to other activity centers in the City. The Tower Companies will work closely with City staff to develop the operation of a shuttle to coincide with opening of the hotel.



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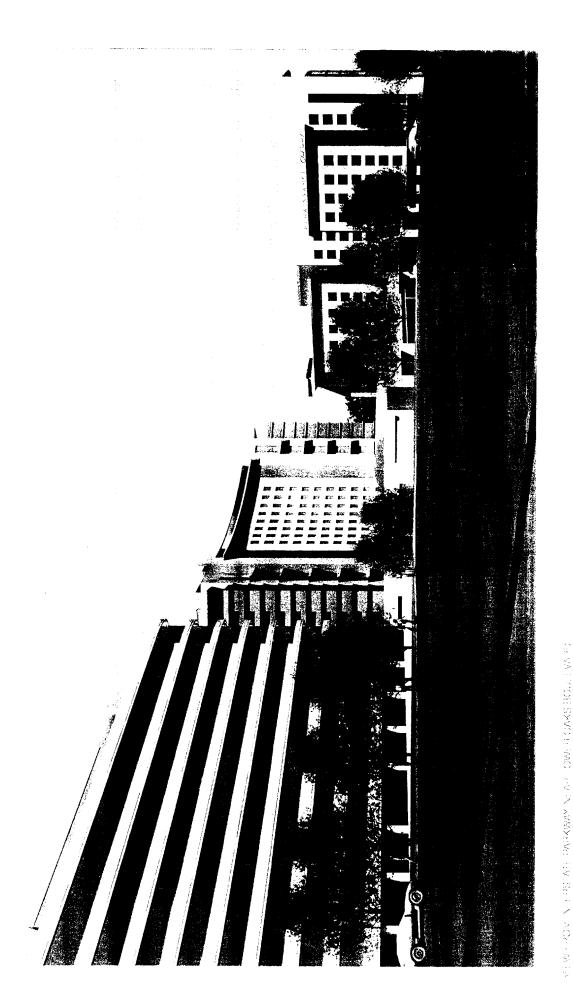
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- Tower Building





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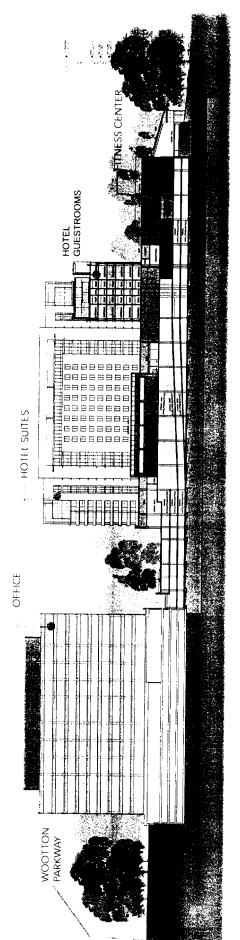
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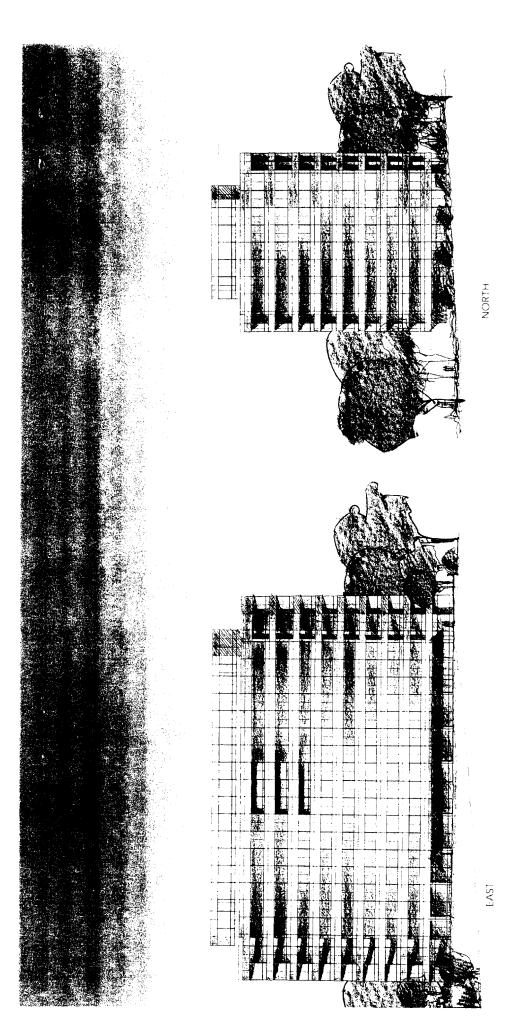


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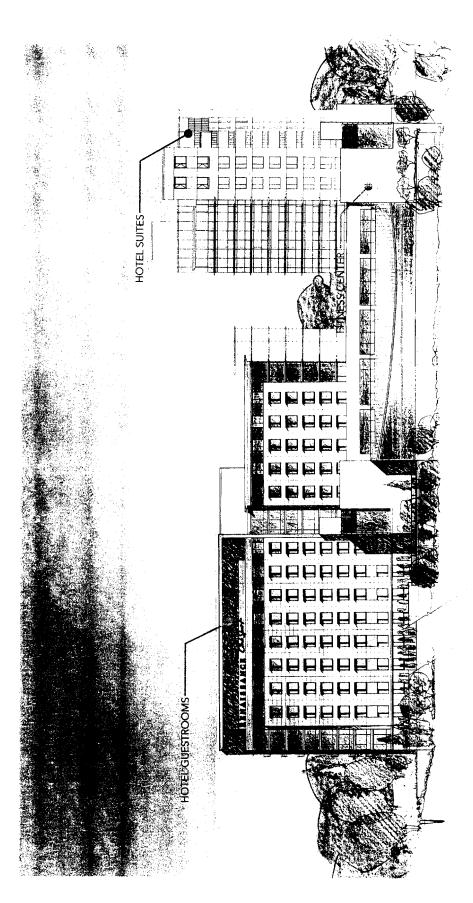


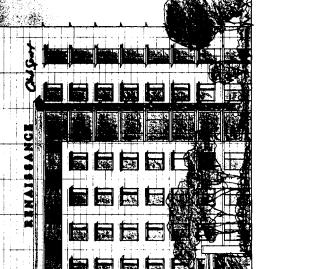
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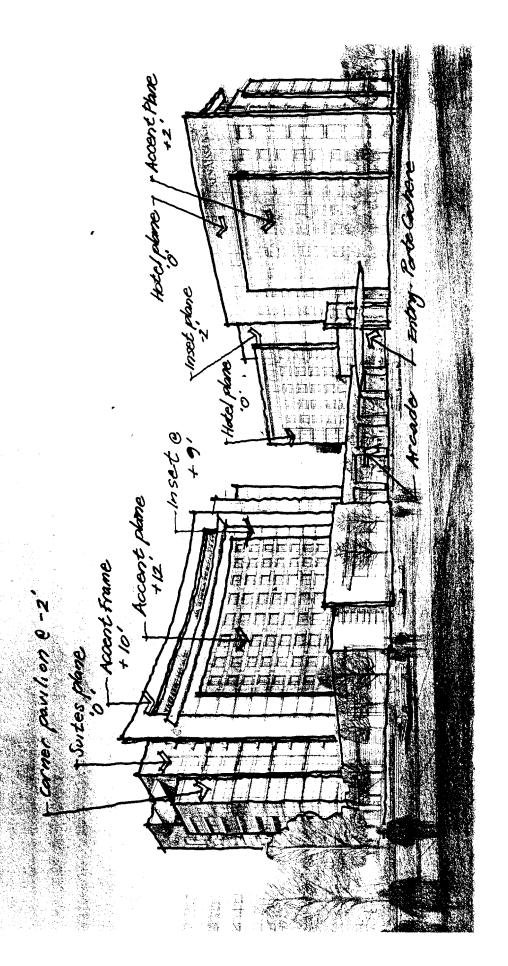




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